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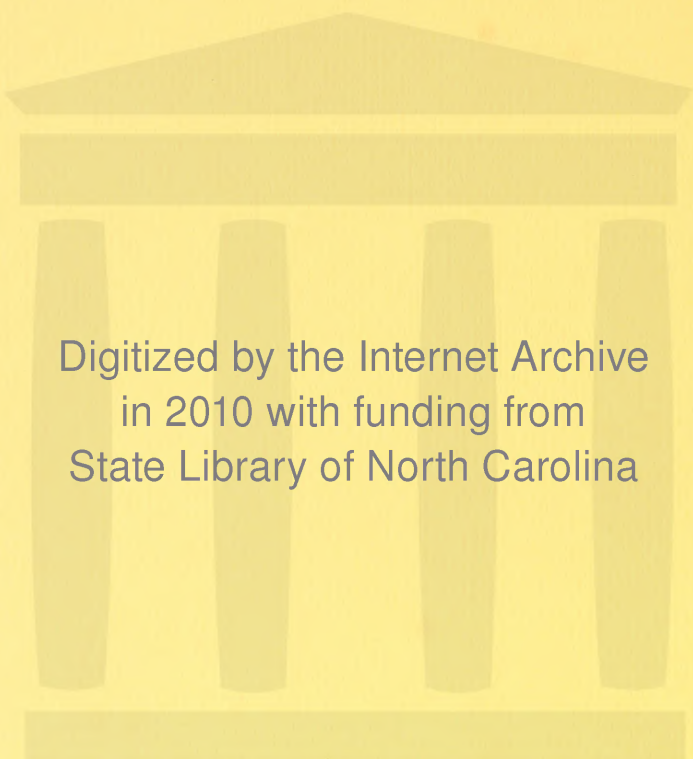
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DEVELOPMENT PLAN

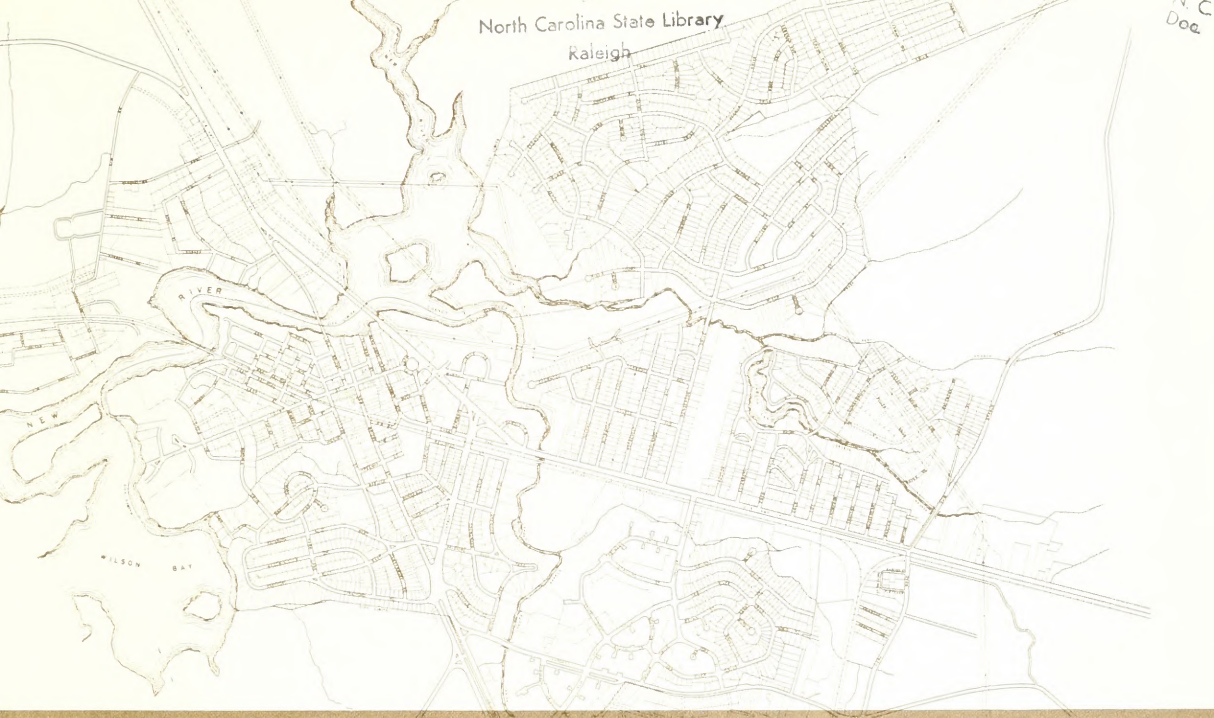
• LAND USE SURVEY

JACKSONVILLE, NORTH CAROLINA



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DEVELOPMENT PLAN

• LAND USE SURVEY

JACKSONVILLE, NORTH CAROLINA

PREPARED BY THE CITY OF JACKSONVILLE, N. C.

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DIVISION OF COMMUNITY PLANNING
DEPARTMENT OF CONSERVATION AND DEVELOPMENT
STATE OF NORTH CAROLINA

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PREFACE

Jacksonville's Planning Program

In the fall of 1963, the City of Jacksonville entered into a contract with the State Department of Conservation and Development, Division of Community Planning for technical assistance in their planning program. This program consists primarily of updating the city's base maps, land use and thoroughfare plan, and zoning ordinance. In regard to this last element extraterritorial jurisdiction provisions had to be written into the updated zoning ordinance.

A plan is not a rigid, inflexible straightjacket for the community. Rather it is a flexible guide that must be kept abreast of the changes that Jacksonville experiences. Either an increase or a decrease in the population which would vary from that planned for, for instance, would mean a change in the circumstances planned for, and, consequently should be reflected by amendment(s) to the plan. Major among the reasons for updating the Jacksonville plan has been changes in both the dynamic growth of the city's population and shifts in the settlement patterns. To meet the future demands of a changing community new programs and projects had to be planned.

THE JACKSONVILLE BOOM

Background

In the period from 1940 to 1960 Jacksonville has experienced a population growth unequalled in the State. In 1940, Jacksonville was a "sleepy" little town of 873. The establishment of Camp Lejeune in the latter part of 1940 signaled the start of this population boom. By 1950 the "town" had grown into a city with a population of 3,960 persons. This represented a 354% increase in population during this period. In the period from 1950 to 1960 the population rose by 239% from its 1950 figure to 13,411. By 1964 the population had reached 15,952 which represented an increase of 18.7% of its 1960 population.* By 1964 also there were approximately 4,058 persons living within one mile of the city.**

If the city's population should increase at this same rate in the future, the city population would be 20,707 by 1970 and 31,909 by 1980. This would be a 54.1% increase from the period 1960-1970 and 1970-1980.

The Population and Economic Survey for the City of Jacksonville, published in 1960,*** estimated a city population of 17,438 by 1970 and 21,574 by 1980. This represents a 29.7% increase from 1960 to 1970 and a 23.7% increase from 1970 to 1980. Considering the population growth which

* The 1964 population estimate is approximate. It was obtained by multiplying the total occupied dwelling units in the city (4,519) by the average household size (3.53) - this figure being obtained in the 1960 census of population.

** Approximate - 1,082 units times 3.75 (Average household size of Jacksonville Township - excluding city).

*** North Carolina Division of Community Planning, Report No. 1, pp 4-7.

has taken place in the city from 1960 to 1964, the above population estimates seem to be conservative. In all probability, the safest estimate of the future population of the city would seem to be between these two projection extremes. Thus, if this assumption is accepted, the 1970 city population would be 19,073 and by 1980, it would reach 26,492.

Conclusion

The essential point to remember through all of this population projection process is that, unfortunately or not, as "Camp Lejuene goes, so goes Jacksonville". The big boom is over, one has to admit. What remains is the assumption that "the Base will always be there". This factor establishes a feeling of security in the minds of the city's business community.

Without attempting to tarnish this anticipated secure future, one must realize that the techniques of warfare change and every military service is constantly modernizing its facilities. Will the Marine Base perform the same function in 1970 or 1980 as it does today? Should one expect an increase or decrease in the personnel assigned to this base in the future, or, will the number remain fairly constant? The answers to these questions are not known. What should be realized is that "putting all your eggs in one basket", Camp Lejuene, is not a safe course for city leaders to follow. An energetic drive should be undertaken to broaden the economic base of the community and attempt to lessen the economic dependence of the City of Jacksonville on Camp Lejuene. Industrial promotion on a full time and serious basis would be the first step - both at a city-wide and county-wide level.

LAND USE ANALYSIS

General

In order to analyze and evaluate the manner in which Jacksonville uses its land, base maps were prepared, a field survey made, and the land use data classified for planning purposes. During the summer of 1964, base maps of Jacksonville were prepared at several scales. Large scale maps at 100 feet to the inch were prepared from Onslow County tax maps and were used in the field survey. Maps of the City of Jacksonville at 400 feet to the inch; of the planning area at 800 feet to the inch; and of the downtown business area at 100 feet to the inch were prepared for land use data presentation.

During the field survey, the use of each piece of land within the city limits and the planning area was identified. These uses were then classified according to "A Proposal for a Standard Land Use Classification System" as published and adopted by the Division of Community Planning. This data is presented on accompanying maps in this section of the report.

For analysis purposes, the total amount of land in each type of land use within the city limits was measured in acres. The following table indicates acreage totals and the percent of total developed land.

JACKSONVILLE, N.C.



Scale: 1 inch = 1 mile
 Date: 1964

EXISTING LAND USE (JAN 1964)

- | | |
|-------------------------|-------------------|
| ■ RETAIL TRADE | ■ WHOLESALE TRADE |
| □ PROFESSIONAL SERVICE | ■ MANUFACTURING |
| □ BUSINESS SERVICE | □ TRANSPORTATION |
| ■ CONSUMER SERVICE | ■ RESIDENTIAL |
| □ MANUFACTURING SERVICE | □ SINGLE FAMILY |
| □ SOCIAL & CULTURAL | ■ TRUCK |
| □ URGENT BUILDING | ■ APARTMENT |
| □ MARINE BASE | ■ CITY LIMIT |
| □ CENTRAL BUSINESS AREA | |



EXISTING LAND USE - CITY OF JACKSONVILLE

1964

Type of Use	Total Acres	% of Developed Land	% of Total Land
Residential	1147.2	59.8	47.6
Social and Cultural	143.1	7.5	5.9
Retail Trade	62.3	3.2	2.6
Wholesale Trade	21.3	1.1	0.9
Professional Services	7.7	0.4	0.3
Business Services	3.1	0.2	0.1
Consumer Services	24.6	1.3	1.0
Manufacturing Services	12.2	0.6	0.5
Manufacturing	7.0	0.4	0.3
Transportation	55.6	2.9	2.3
Streets	415.4	21.6	17.2
Railroad	20.2	1.1	0.8
Vacant Buildings	0.2	----	*
Vacant Land	489.3	----	20.3
Total	2409.2		

Total Developed Land - 1919.7 Acres.

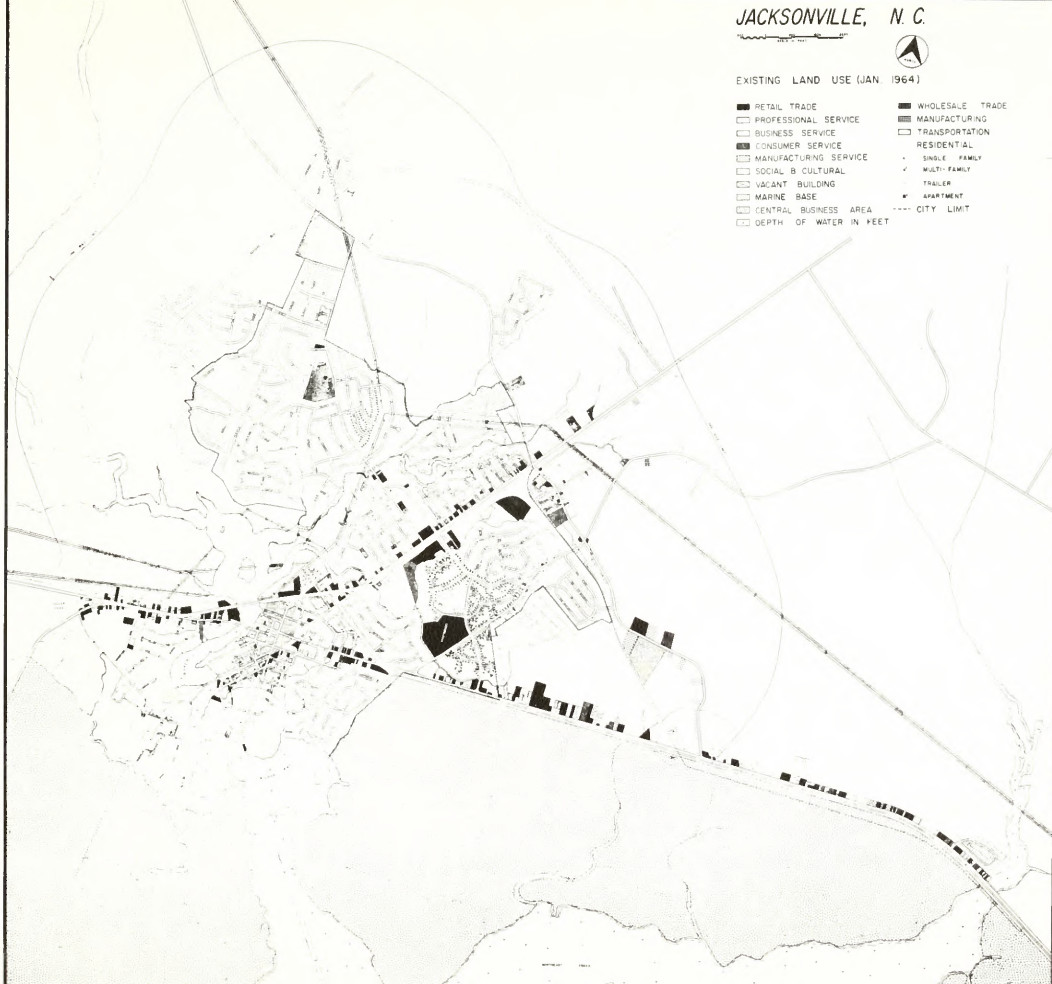
* Less than 0.05%.

JACKSONVILLE, N. C.



EXISTING LAND USE (JAN. 1964)

- | | |
|--------------------------|-------------------|
| ■ RETAIL TRADE | ■ WHOLESALE TRADE |
| □ PROFESSIONAL SERVICE | ■ MANUFACTURING |
| □ BUSINESS SERVICE | □ TRANSPORTATION |
| ■ CONSUMER SERVICE | RESIDENTIAL |
| □ MANUFACTURING SERVICE | • SINGLE FAMILY |
| □ SOCIAL & CULTURAL | • MULTI-FAMILY |
| □ VACANT BUILDING | • TRAILER |
| □ MARINE BASE | • APARTMENT |
| □ CENTRAL BUSINESS AREA | --- CITY LIMIT |
| □ DEPTH OF WATER IN FEET | |



Residential development occupies almost 60% of all developed land within the city. Retail trade and the service-oriented commercial establishments rank also significantly high in land usage. Social and cultural uses, such as schools, parks and public buildings occupy a large amount of land within the city and conversely manufacturing and wholesale trade occupy a relatively low percentage of total developed land in the community.

The following section of this chapter will analyze in detail characteristics concerning residential development, commercial and service-oriented uses, and streets and thoroughfares. Social and cultural are discussed in detail in the community facilities section of this report.

Residential Development

The following table indicates the different kinds of residential structures in which the people of Jacksonville live.

RESIDENTIAL STRUCTURES

Type of Residential Structures	Located within the City Limits			Located in the One-Mile Jurisdiction			Total		
	No. of Structures	% of Total Structures	Total Units	No. of Structures	% of Total Structures	Total Units	No. of Structures	% of Total Structures	Total Units
Single Family	3,143	84.1	3,143	740	72.1	740	3,883	81.5	3,883
Two Family	366	9.8	732	18	1.8	36	384	8.1	768
Three & Four Family	83	2.2	317	10	1.0	38	93	2.0	355
Five Family & Over	35	0.9	217	1	---	12	36	0.8	229
Mobile Homes	110	2.9	110	258	25.1	258	368	7.7	368
Totals	3,737		4,519	1,027		1,084	4,764		5,603

From 1959 to 1964, 628 residential structures (involving 631 total units) were added to the city either by annexation or new construction. This represents a 20.3% increase in total units during this period. The expansion of the Northwoods development in the northern part of the City was responsible to a great extent for this residential growth. The development and subsequent annexation of the Forest Grove subdivision (north of Doteys Branch) and the Bell Fork Homes subdivision during this period also contributed greatly to this increase.

The most significant concentrated growth taking place in the one-mile extraterritorial area has been the development of the Long Acres Subdivision and the construction of additional units in the Cardinal Village Subdivision. Although not developed in an orderly manner, a considerable amount of residential development has taken place in the Bell Forks (including areas along Country Club Road) and Georgetown areas.

Structurally substandard residences are concentrated in four specific sections of the Jacksonville area. These sections are: the Bell Forks Area (between U. S. 17 and Sandy Run Branch); the area directly west of U. S. 17 and south of Gum Branch Road; the area directly south and west of the downtown business area; and lastly, in the Georgetown area (outside of the City). Although several substandard residences have been removed in the Court Street area, no major action has been taken in regard to eliminating structures which were substandard in 1959; therefore, these still remain to serve as residences for a small segment of Jacksonville's population.

Residential Problems

Problems worthy of consideration in regard to residential development in the Jacksonville Planning Area follow:

- 1) Many of the homes in the older areas of the City, although in good structural condition, are being forsaken by prospective home buyers and renters in favor of newly constructed homes in the outskirts of the City. This is primarily an economic problem related to the low down payments offered as an inducement to buy these newer homes. Consequently, the homes in the older areas are made less desirable because closing and maintenance costs and rents are either comparable to or higher than the newer homes. In

addition, many of these older homes have only one or two bedrooms with one bath instead of three or four bedrooms and $1\frac{1}{2}$ to 2 baths which many young families desire. These older areas, therefore, become highly vulnerable to blight-inducing conditions. Vacancies are frequent, maintenance is ignored, non-residential zoning encroaches and soon the city has a problem area. Perhaps the picture of this situation is painted darker than it really is, but to ignore these areas would be a mistake. Action needs to be taken to conserve these areas and add additional physical amenities to make living here more desirable.

2) The further expansion of the Northwoods Subdivision without any real attempt on the part of the subdividers to develop a rational traffic pattern is a major problem. Henderson Drive is the only major thoroughfare serving this area. Presently, this street is choked with traffic. The situation is worsened by the spread of strip commercial hindering the movement of traffic along this arterial. This is evident particularly during the morning rush hour. When this subdivision is developed completely the situation will be almost impossible. Other access routes for this area are urgently needed.

3) The extension of public water and sewer lines to developments in the outlying area has not been an entirely economical expenditure by the city. Although the Northwoods subdivision has developed in a continuous manner outward, development in the easterly part of the planning area has not. In this area there has been a hop-scotching of development. Because, in general, soils in this outlying area are not suitable for septic tank use and public sewer and water cannot be extended in this direction without prohibitive costs, existing development here may soon be subject to premature blighting influences. In these cases there is severe danger that the

effluent from the septic tanks may flow to the surface of developed sites. In addition, home owners in these outlying areas will, when public sewer and water lines are eventually extended, be subjected to a double expense - paying for a septic tank and private source of water and then, being assessed for public water and sewer lines at a later date.

4) Existing mobile home parks, although being concentrated in the one-mile area, need to be brought up to a more livable standard. In several of these parks, private drives are not paved and consequently during a heavy rain these parks become a mass of mud. Mobile home parks in any city should meet minimum standards of design that create an acceptable living environment. Basic improvements, which are not present in several of these parks, should be provided. Mobile home parks in the Jacksonville area should be made a source of pride rather than embarrassment for its citizens in the future.

Commercial Development

There are four kinds of commercial development in Jacksonville: (1) retail shopping centers; (2) an entertainment and amusement area catering to military personnel; (3) tourist services such as motels and eating places along the highway; and (4) mixed commercial development strips along the major highways and streets.

Most of these areas cannot be separated into functional groupings such as central commercial area, neighborhood business, etc., because there is a mixture of many commercial uses. The retail shopping areas not only serve as the central shopping areas for the city, but also provide neighborhood services for the surrounding residential community. Strip commercial development along the highway is a mixture of neighborhood services, wholesale firms, tourist facilities and in some cases primary retail outlets.

The area devoted to entertainment and amusement for military personnel is the only one which serves a single function and is tightly contained.

1. Retail Shopping Centers

Jacksonville has three main shopping centers: the old downtown area around the County Courthouse, the New Bridge Street area and the New River Shopping Center. The last two areas have developed because the old downtown shopping area was not centrally located nor did it expand fast enough to serve the increasing needs for commercial services and goods. The difficulty is to keep these three centers operating at an economic level. The commercial area around the County Courthouse seems to be the only area which is suffering at the present time.

The old downtown shopping area has several specific shortcomings which put the stores which are located here at a disadvantage in attracting shoppers. The most significant problem is that this shopping area is located adjacent to the "honky tonk" military area. The overbearing military influence of this area discourages many women from shopping here, and nowadays, women make most retail purchases. The military-oriented establishments, north of New Bridge Street, must be buffered from the retail business establishments in order to re-establish a favorable image of this retail shopping area in the minds of Jacksonville's citizens. Another significant disadvantage of this area as a place to shop is that it is located a great distance from the growth areas of the community. The area is off-center, and, consequently, inconveniently located to the bulk of the City's population. This area is handicapped by an insufficient number of parking spaces and a poor vehicular circulation system. Moreover, on the positive side,

JACKSONVILLE
NORTH CAROLINA
 CENTRAL BUSINESS DISTRICT



LEGEND

- RESIDENTIAL
 - SINGLE FAMILY
 - TWO FAMILY
 - MULTI-FAMILY
- SOCIAL & CULTURAL
- BUSINESS: RETAIL
- CONSUMER SERVICES
- PROFESSIONAL SERVICES
- OFF-STREET PARKING
- STORAGE
- TRANSPORTATION

there is little to attract shoppers into this facility outside of the County Courthouse and the library. The Planning Board should work with both the merchants and property owners in order to provide a development plan which would indicate steps which can be taken to revitalize this shopping area (renewal treatment needed, parking and street improvements, etc.).

The New River Center is well-contained and is located on several major streets. The number of stores in this Center has steadily increased since its establishment and now the need for additional spaces has become evident. The anticipated expansion of this shopping complex will put a strain on the adjacent major streets and traffic congestion in all probability will become a more acute problem in the future. New River Drive and Hargett Streets where they intersect with State Highway 24 should be widened to four travel lanes in order to allow traffic to flow to and from this center more freely.

The New Bridge Street shopping area has nearly all of its parking space on the street. The only significant problem evident here is the lack of continuous traffic movement through the area. Since there is angle parking along New Bridge Street, vehicles backing out of these spaces result in the halting of one full lane of moving traffic. Aside from this specific traffic movement problem, there is a need for more off-street parking spaces in this area to provide for the greater demands of the future.

2. Military Amusement and Entertainment Area

The military-oriented business area is intensely developed along narrow streets and is well-contained. This area should not be allowed to expand. Poor internal traffic circulation and the lack of an adequate number of

parking spaces is a problem here. This area should be included in a development plan for the entire courthouse commercial area.

3. Tourist Services

Tourist services such as motels, eating places and automobile services are provided along the major highways. Although most establishments seem to have sufficient off-street parking, inadequate points of ingress and egress have caused serious traffic problems. Another major problem in connection with these uses is poor appearance - specifically the treatment of business signs. These signs are of varying sizes, shapes, and heights and in specific areas this conglomeration of signs projects a cluttered look to travelers and visitors.

4. Mixed Strip Commercial Development

The major problem in terms of commercial development in Jacksonville is the strip commercial development along the highways. These highway commercial strips contain personal services for tourists, neighborhood groceries and other convenience stores, churches, wholesaling firms and secondary trade establishments such as used car lots, trailer lots, etc.

In regard to development along Lejuene Boulevard (Highway 24), this strip development begins opposite Camp Lejuene's Main Gate and continues westerly to Hargett Street. Off-street parking seems to be adequate here and the number of access points to the highway are sufficiently limited to allow free traffic movement. Setbacks are adequate also. The major problem in regard to commercial development along this thoroughfare deals primarily with appearance.

There are too many business signs and not enough landscaping. Businesses along this highway project both a cluttered and bleak appearance.

Conversely the strip commercial development along Highway 17 has different problems. These strip business establishments are concentrated south of Gum Branch Road and extend slightly past the point where U. S. 17 and Highway 24-258 divide. The businesses along this route have very shallow setbacks. The major problem in regard to this development deals with the numerous curb cuts or points of access which restrict the free flow of traffic on this highway. Aside from reducing the traffic-carrying capacity of this thoroughfare these excessive exit and entrance points present a definite traffic safety hazard. Unless the merchants along this highway recognize these problems and work as a group to reduce this friction with vehicular movement, a bypass might very well be scheduled for construction by the State Highway Commission in the not too distant future.

It is evident from comparing land use data between 1959 - 1964 that the business structures located along Highways 17 and 24 have a relatively high turnover of occupancy. When existing strip commercial areas begin to show a high vacancy rate, the land adjacent to major thoroughfares such as Bell Fork Road, which is in part being developed with new business enterprises, should not be indiscriminately stripped with commercial zoning. This action will not only provide an oversupply of commercial land, thereby encouraging marginal, unattractive development to scatter along all of these thoroughfares, but it will also impede the road's function as an important segment of the Jacksonville Thoroughfare System.



UNPAVED STREETS

STREET AND HIGHWAY CHARACTERISTICS

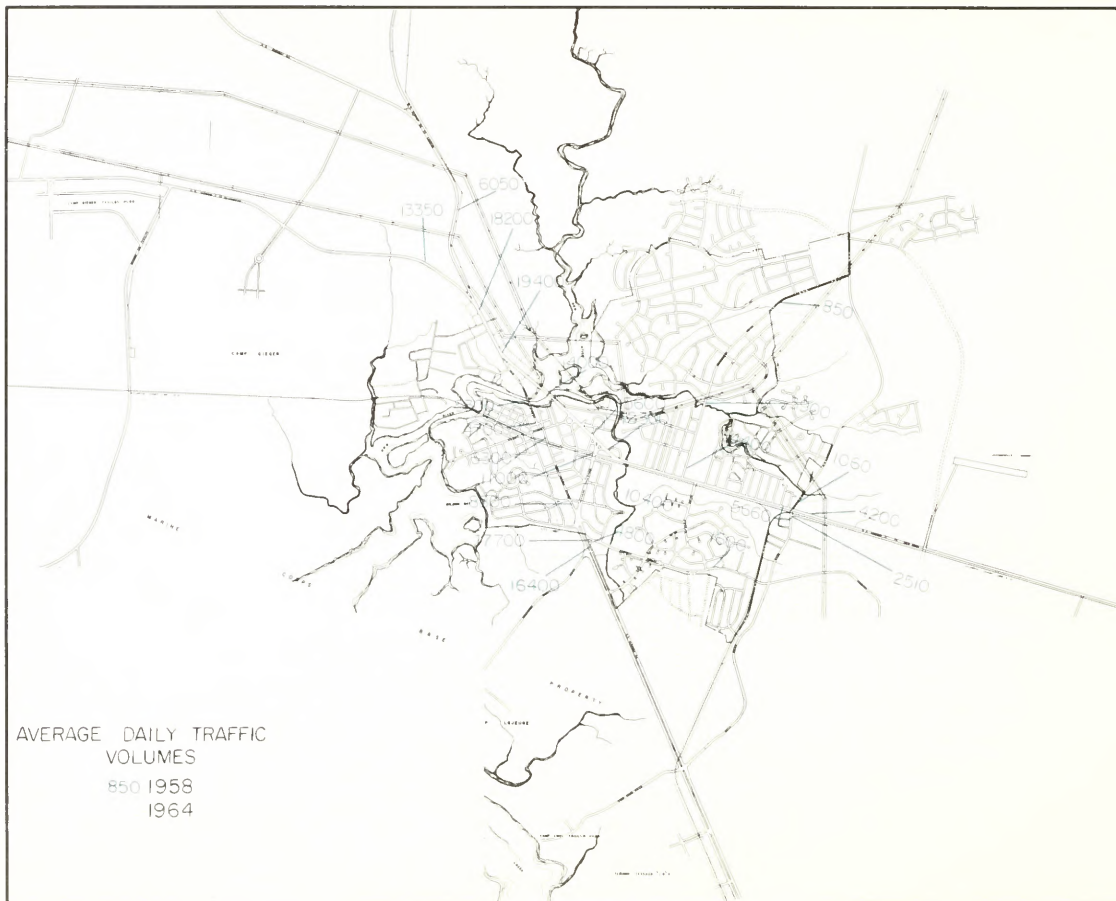
Unpaved Streets

There are 5.75 miles of unpaved streets within the City of Jacksonville. The location of these streets are shown on page 18. With few exceptions, most of these unimproved streets are concentrated in the area directly south and west of the downtown business district. The same area also contains a large concentration of substandard structures. The City should either initiate street paving action in this area or, as an alternative, consider the entire area as a renewal area as recommended in the Jacksonville Development Plan published in 1961.

Traffic Volumes

Page 20 shows the average daily traffic volumes carried by major thoroughfares in the Jacksonville planning area in 1958 and in 1964.

Although State Highway 24 (Lejuene Boulevard) and U. S. Highway 17, the major high volume carriers in this area, have experienced a considerable increase in traffic during this six year period, the most significant gain in traffic volume has taken place on Henderson Drive. This increase was for the most part a result of the expansion of the Northwoods development to the north and the opening of the Onslow County Senior High School. Onslow Drive has taken most of the heavy traffic volumes which the section of Henderson Drive which lies south of Mill Creek had carried previously. Significant also is the decrease rather than increase in traffic volumes on both New Bridge and Old Bridge Streets.



AVERAGE DAILY TRAFFIC
VOLUMES
850 1958
1964

New Construction

Major street improvements taking place during this six year period include:

(1) The widening of Hargett Street from Bell Fork Road to Burnt House Creek, to four travel lanes.

(2) The widening of Bell Fork Road along its entire length to four travel lanes.

(3) The widening of Henderson Drive to four lanes (two parking, two travel) from the new high school to Northwoods Elementary School.

(4) The dedication and improvement of Onslow Drive to four travel lanes on the west side of U. S. 17. The extension of this major thoroughfare provided a direct connection between Henderson Drive and the existing Onslow Drive on the east side of U. S. 17. The residents of Northwoods could thus reach the New River Shopping Center, State Highway 24 and Camp Lejuene more easily.

Gum Branch Road is proposed to be widened to four travel lanes (44 feet pavement width) in the near future. In conjunction with this widening, this thoroughfare will be realigned to eliminate the curve which presently exists north of Deep Gulley Branch.

Major problems now associated with traffic movement in the Jacksonville area include:

(1) By far the most urgent traffic problem in the city is the congestion on Henderson Drive. This major collector is the only direct connection from the Northwoods area to Highway 17 and the major activity points within the city.

(2) Traffic on Hargett Street and New River approaching State 24 has to squeeze from four into two moving travel lanes. This situation limits the capability of these streets as major traffic carriers.

(3) The many curb cuts along Highway 17 which hinder the free and continuous movement of traffic along this highway by exposing this highway to delaying entrance and exit movements from all points. A bypass may be needed in the future to provide through traffic with a safe and fast route through the Jacksonville area.

Recommendations

(1) It is recommended that a bridge be constructed and Maple Street be extended across Mill Creek to connect with Roosevelt Street. This alternate route would reduce the volume of traffic carried out of this area by Henderson Drive. In conjunction with this extension Maple and Roosevelt Streets should be made one way southbound from River Street to Highway 17.

(2) On-street parking should be prohibited on Henderson Drive from U. S. 17 to the Onslow Drive intersection to provide this section of street with four travel lanes and thus enable this street to carry a higher volume of traffic.

(3) Henderson Drive should be widened to four travel lanes throughout its entire length. The only two lane section existing at this time lies between Northwoods Elementary School and Mill Creek.

(4) New River Drive from Onslow Drive to Highway 24, and Hargett Street in the vicinity of Highway 24, should be widened to four travel lanes and on-street parking prohibited on these two streets.

(5) The intersection of Gum Branch Road and Bell Fork Road with U. S. 17 should be improved in order to facilitate traffic movement in this general area.

PUBLIC WATER AND SEWER SERVICE

Water Supply

All parts of the city are served by public water lines. In addition, Bell Fork Elementary School, and, the Cardinal Hills and Long Acres Homes Subdivisions, which are located within the surrounding area, are served. The most urgent problem in providing public water to development outside of the city does not deal particularly with the actual extension of lines but rather with the ability of the city to provide an adequate supply. At least two new wells need to be drilled within the next year in order to adequately supply city needs. Once these wells begin producing, the city plans to complete, with the cooperation of subdividers, a loop water main system (mains preferably being 12 inches in diameter) extending from N. C. 24 along Bell Fork Road and Gum Branch Road to an existing main adjacent to the new high school. This will necessitate, in some cases, laying parallel lines adjacent to lines which are undersized. An up-to-date map showing the location of existing water lines in the Jacksonville area is available in the office of the City Engineer.

Sewage Disposal

Although all parts of the City are served by public sewer lines, none of the outside area is. The sewage treatment plant is located adjacent to Wilson Bay in the southwestern part of the city. Many facilities at this plant are in need of extensive repair or replacement if this plant is to continue to serve its intended function. This plant processes sewage from all developments located east of U. S. Highway 17. The recently completed

lagoon directly south of the Northwoods Subdivision serves to treat the sewage of development located on the west side of U. S. 17. Existing undeveloped land on the outskirts of the city, west of U. S. 17 (in the vicinity of Gum Branch Road) can be included within the city's sewage system provided lines are extended to the present mains by subdividers who develop the area. Much of the land west of this highway can be served by gravity flow. The major cost to developers, as mentioned earlier, is the great distances connecting sewer lines that need to be extended.

On the other hand, the undeveloped land on the east side of Highway 17 cannot be served with public sewer as easily. Two major factors make the extension of lines into this area difficult:

- a man-made barrier, the Atlantic Coast Line Railroad tracks, and
- topography - much of this land is low and, consequently, pumping stations would need to be installed.

The eastern area can be served for all practical purposes by a new sewage treatment plant located adjacent to Northeast Creek. It is anticipated that a private developer will construct such a plant at this location in the not too distant future. Until this facility is completed the feasibility of serving this area with public sewer lines is remote.

Finally, if the city's lagoon is found to perform its function satisfactorily in the future as it has since its installation, the installation of a similar treatment device adjacent to Brinson Creek to serve the Georgetown area may be a distinct possibility.

Schools

Jacksonville's schools are administered as part of the Onslow County School system rather than as a separate city system. The Jacksonville School District includes the city and the area within approximately eight miles of the city.

Two new schools have been constructed within the city since 1960. Onslow County High School (Grades 9-12) was completed in 1961 while Northwoods Park Jr. High School (Grades 6-8) was completed in 1964. In addition, Bell Fork Elementary School (Grades 1-6) which is located just outside of the city was constructed in 1961.

Georgetown Elementary and High School is the only school serving the children of the Jacksonville planning area which is not overcrowded. However, several structures in this complex have become obsolete and structurally unsound and soon will have to be razed. Georgetown is also the only school whose enrollment has not been increasing in recent years. Overcrowded conditions exist in regard to the following schools:*

<u>SCHOOL</u>	<u>ENROLLMENT ABOVE OPTIMUM CAPACITY</u>
Thompson Elementary	40 pupils
Clyde Erwin Elementary	60 pupils
Northwoods Elementary	200 pupils
Bell Fork Elementary	240 pupils
Jacksonville Jr. High School	160 pupils
Northwoods Park Jr. High School	150 pupils
Onslow County High School	350 pupils

* If portable classrooms are utilized at a particular school site, this is one indication of overcrowded conditions.

Onslow County High School, although recently built already has a critical overcrowding problem. A new wing will be added to the present school building within the next two years to provide this urgently needed classroom space. School planning within the Jacksonville area is admittedly difficult because of the rapid population growth which is taking place in the area.

Police and Fire Protection

A branch fire station has been constructed in 1963 on Barn Street in the Northwoods section of the city in order to serve this area of rapid growth with adequate fire protection. This station will reduce the service area of the main fire station located at the City Hall and bring almost all parts of the city within short driving distance of at least one station. The city police station is located at the City Hall. No new police branch facility is anticipated since it is felt that the present station serves the city adequately.

Recreation

Jacksonville has the following recreation facilities located within the city limits:

Jack Amyette Recreation Center serving the entire city with a community center building, recreation department offices, playroom and official ball-fields. This center is located on a twelve acre site. No new improvements are planned for this park in the immediate future.

Kerr Street Recreation Center includes a community center with play-rooms, tot-lot with wading pool, and ballfield. There are approximately five acres in this center. In 1962 a lighted baseball field was added to this center.

Northwoods Recreation Center includes a recreation building, small playground, and facilities on the adjoining school property for tennis courts and ballfields. There are about three acres in this center. No new improvements are planned for this park in the immediate future.

Phillips Park contains play equipment and a lot of play space. It contains about seven and one-half acres. The Recreation Commission is at present in the process of constructing a lighted little league ballfield. Tennis courts, a multiple recreation area, and a boat ramp (at Chaney Creek) are scheduled to be constructed here during 1966.

Freedom Park contains play equipment on an approximately one-half acre site. No new improvements are planned for this park in the immediate future.

Wilson Bay Park has about three acres with play equipment and picnic facilities for the entire community. An additional picnic shelter was constructed in the summer of 1965 as was a restraining wall which encompassed the entire shoreline.

Bell Fork Playground is an undeveloped four acre neighborhood recreation area located directly northeast from the Bell Fork Subdivision. This site was acquired by the city in 1962 and is planned to have play equipment added for use in 1966. A neighborhood recreation center is a distinct possibility on this land in the future.

The city is in the process of working out a joint agreement with the County Board of Education for the acquisition of play equipment at the Northwoods Park School site. A ballfield will also be built here in the future.

The Recreation Commission is planning to acquire a 7 to 10 acre site in the Forest Grove section of the city, for the future development of a neighborhood park.

Medical Facilities

The Onslow County Hospital, Nurses Home and Health Department are located on a 6 acre site on College Street. The hospital is overcrowded at the present time. Although the hospital building is in good structural condition, it is too small to handle the increased medical needs of the county. A bond issue will be submitted to the county voters in the latter part of 1966 for the construction of a new hospital. If this bond issue passes it is hoped that a new hospital can be completed (on a 50 acre site) by the summer of 1968. Although several potential sites have been considered for this new facility, no specific site has yet been selected. The vacated hospital space could be utilized for the hospital needs of the elderly in light of the newly passed Medicare Law in addition to making possible the creation of additional space for other services and facilities presently located on this site.

NATURAL FEATURES

The following is a discussion of the natural features of the Jacksonville Urban Area. In this section topography, soils, drainage and water courses will be topics of consideration.

Topography

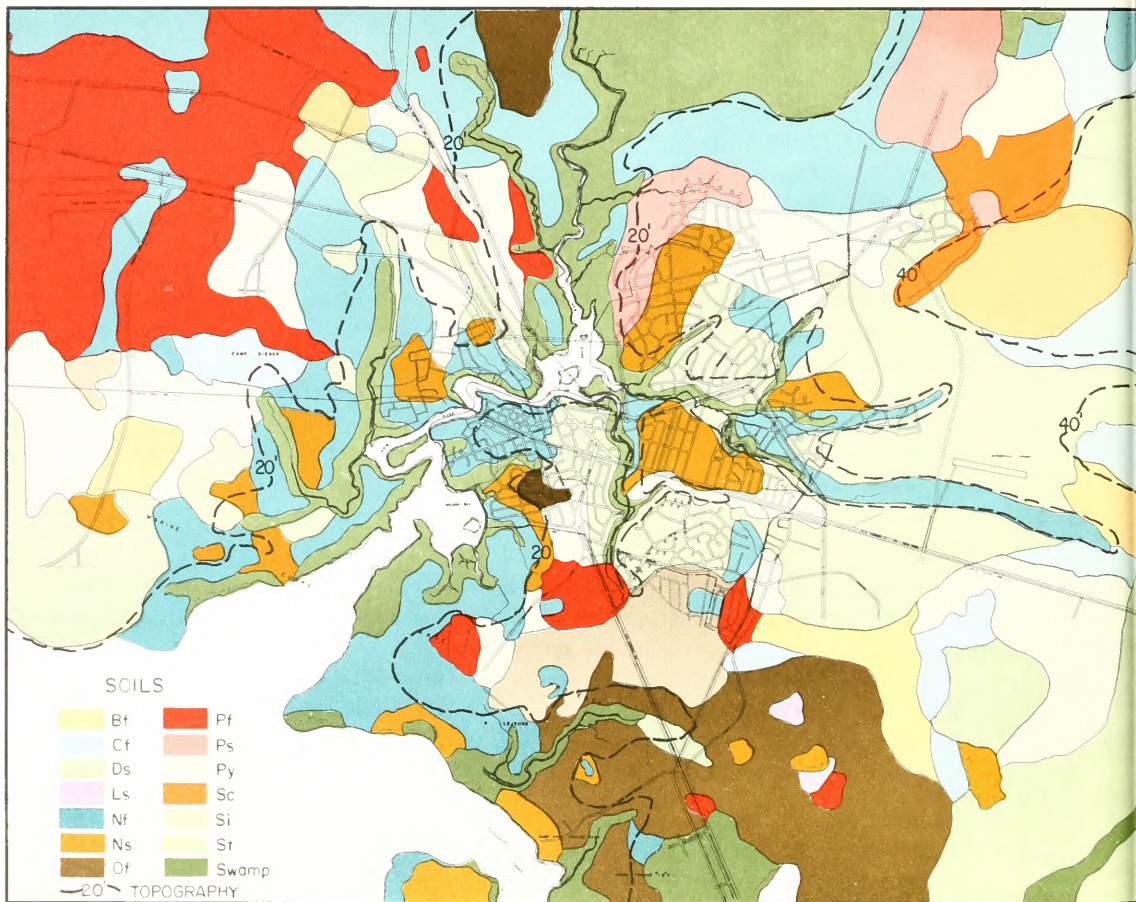
Jacksonville, located on the banks of the New River and its many tributary streams, has been built on a shallow bluff above the river. This forms a flat plain except where it rises from the river and along its major drainage ways. It exhibits a gentle upward slope away from the river, rising from twenty (20) feet a short distance from the river's shore to a plus forty (40) feet at the extreme edge of the planning area near the airport. Extreme topographic changes exist only along the river and its tributaries.

Soils

In the Jacksonville urban area there are fourteen different soil types. The map on the next page illustrates their location, and the table following indicates their structure and characteristics.¹

At best septic tanks are a temporary solution to waste disposal in urban situations. Sooner or later, and in many cases more likely sooner than later, septic tanks present grave problems. However, in initial installation of septic tanks the characteristics of soils are important in

¹ Acknowledgement: Mr. E. F. Goldston of the Soil Science Department of North Carolina State University at Raleigh was extremely helpful in developing the information on soils.



SOIL CHARACTERISTICS
JACKSONVILLE URBAN AREA

Symbol	Name	Topography	Subsoil	<u>Drainage</u>	
				Surface	Internal
Bf	Bladen Fine Sandy Loam	Level or slight depression	Silt clay or clay	Poor	Poor
Cf	Coxville Fine Sandy Loam	Level	Sand clay or clay	Poor	Poor
Ds	Dnnbar Fine Sandy Loam	Flat to rolling	Sandy clay loam or sandy clay	Fair	Poor
La	Leon Fine Sand	Level to gently rolling	Sand or fine sand	Good	Poor
Ns	Norfolk Fine Sand	Level to gently rolling	Sandy clay loam	Well Established	Well Established
Nf	Norfolk Fine Sand	Level to rolling	Sand or fine sand	Good	Good
Of	Onslow Fine Sandy Loam	Level to rolling	Fine sandy clay loam	Inadequate	Inadequate
Pf	Portsmouth Fine Sand	Level	Fine sand or sand	Poor	Poor
Ps	Portsmouth Sand	Level	Sand or fine sand	Poor	Poor
Py	Portsmouth Fine Sandy Loam	Level to rolling	Fine sand loam or fine sandy clay loam	Poor (Saturated most of the year)	Poor
Sc	Sasquahanna Clay Loam	Gently rolling	Silt clay or clay	Good	Poor
Si	St. Johns Fine Sandy Loam	Flat to slightly depressed	Fine sand	Poor	Poor
St	St. Lucie Fine Sand	Gently rolling	Fine sand	Good to Excessive	
Sw	Swamp	Depressed to flat	Any material	Poor (Saturated)	Poor

determining the capabilities of land for safe, efficient disposal of waste in areas not served by public sewer systems. Drainage characteristics, texture, permeability, percolation tests, water table level and subsoil structure are all helpful in determining the extent to which septic tanks will operate in any given soil type. Land Potentials Map on page 36 indicates soil suitability for this purpose. It is recommended that before land is subdivided in areas where public sewer service is not available, percolation tests to determine adequate lot sizes for septic tank use be required.

Drainage

Generally speaking, with the single exception of the swamp type soil, every soil in the Jacksonville urban area has the foundation and solidarity needed to serve development. The key to their adaptability to any type of development is the drainage problem.¹

The New River and its tributary streams form the primary drainage function for the Jacksonville Urban Area. Moderate drainage is the characteristic of the land proximate to these natural features. However, because of the gentle slope of the terrain with its hardly perceptible undulations, land at a distance from their stream require artificial means of drainage.

¹ The information on soils has been developed for community planning purposes and is very general in nature. In no case should it be used in lieu of percolation tests or on the spot examinations in making final decisions on the development of a particular site.

DRAINAGE WAYS PLAN



The Jacksonville Development Plan published in 1961 indicated that urbanization was closing in on Jacksonville's natural drainage ways. Although the growth rate of Jacksonville's population has slowed somewhat, nevertheless, the growth of the city is still substantial and the warnings issued then are valid today. Urban development with its destruction of vegetation, its ever increasing areas of paved streets, parking lots, sidewalks, fill operations and its buildings sealing off water absorbing qualities of the native soil results in increased runoff which very often cannot be handled by the remaining natural drainage features.

Although most areas within the corporate limits of the municipality are served by storm drainage, Jacksonville's present system cannot cope with periods of heavy or prolonged rainfall. Storm sewers, of course, must follow the gravity of the topography. However, because storm water does not carry appreciable amounts of harmful pollution their outfall can be located at any point on a drainage stream that topography, and course capacity of the stream will allow. Instead of major systems, as in the case of the sewer systems, it is recommended that Jacksonville develop a storm drainage system consisting of many small segments emptying into one or other of the major drainage ways indicated on the Drainage Ways Plan. It is further recommended that in developing the drainage system rights-of-way or easements be acquired that are adequate to allow men and equipment maintenance access.

Water Courses

The New River and its tributaries have been discussed earlier in this report as a natural feature of the site of the City of Jacksonville. Their function as part of the drainage features of the community has been considered. They must be thought of, however, as a vital natural feature which the community is failing to exploit to the maximum.

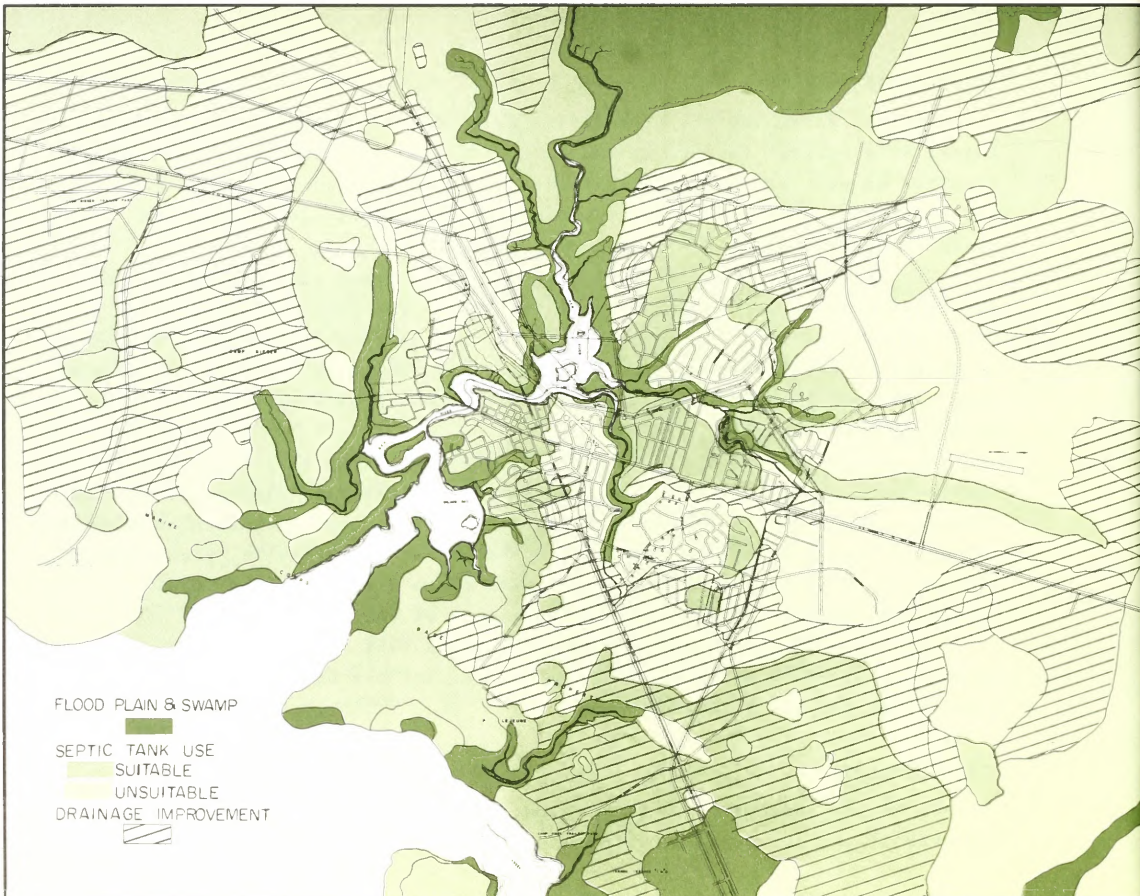
There are few instances in the Jacksonville urban area where existing development has recognized the total functional and true aesthetic value of this natural feature. It is difficult to realize that Jacksonville has such an extensive waterfront because so little of it has been developed for public use. It seems that Jacksonville has deliberately turned its back on this major natural feature.

It is recommended that Jacksonville adopt a policy that would reverse this evident trend. In the execution of the Drainage Way Plan consideration should be given to the use of drainage rights-of-way and extension of easements for public recreational purpose. Such things as nature trails, picnic areas, fishing spots, water sport areas are among those facilities that would develop the water - land recreation potential of these areas.

The Urban Renewal Project suggested in the 1961 Jacksonville Land Development Plan is still an exciting possibility for bringing the New River back to the people of Jacksonville.

Land Potentials

By way of conclusion to this discussion of the natural physical features of the Jacksonville Urban Area the Land Potential Map is presented



FLOOD PLAIN & SWAMP



SEPTIC TANK USE

SUITABLE

UNSUITABLE

DRAINAGE IMPROVEMENT



on page 36. Indicated on the map are the improvements recommended for presently underdeveloped sections of the community before urbanization takes place.

The map shows those areas - specifically flood plains, drainage ways and areas of swamp soils, in which development should not be allowed to take place. Secondly, the map indicates sections of the community in which the soil is not suitable for septic tanks, and, consequently, should not be allowed to develop without public sewerage service. Thirdly, the map illustrates those areas of the Jacksonville Urban Area where soils are suitable for the use of septic tanks as an interim measure until public sewerage service can be extended to the area. Fourth, the map indicates areas in which artificial drainage improvements should be made before urbanization takes place.



THE PLAN

In the four years between 1960 and 1964 Jacksonville's growth has brought changes to the way in which the people of the community use land. The following table indicates these changes.

LAND USE DEMANDS JACKSONVILLE 1960 AND 1964

Use	1960 Acres/100 persons	1964 Acres/100 persons
Residential	7.9	7.4
Transportation	3.4	3.4
Streets	3.0	2.7
Cultural Services	.8	.9
Retail Trade & Commercial Services	.8	.6
Manufacturing	.2	.1
Wholesale Trade	.1	.1

In the Jacksonville Development Plan published in 1961 the land use demand pattern of the City of Jacksonville was compared with that of three eastern North Carolina communities (Elizabeth City, Kinston, and Wilson). At that time the three cities had about five (5) acres of land devoted to residential use for each 100 people. Jacksonville had almost eight (8)

acres of residential land for each 100 residents. Present statistics indicate that less space per unit is being devoted to residential use. This phenomenon took place while the people of Jacksonville were showing an increased desire for single family dwelling units.¹ It seems logical to anticipate this trend to continue. However, because of the natural physical features in the Jacksonville area, the difficulty in providing public sewer service and the zoning pattern enforced in the urban area, it is not expected to decrease much below seven (7) acres for each one hundred (100) population.

Street allotments, although they declined from three (3) acres to two point seven (2.7) for each one hundred population, are expected to rise again. This assumption is based on the anticipation of a street building program which will be necessary to alleviate Jacksonville's many traffic problems. Three (3) acres per one hundred (100) population, it is slightly less than the anticipated demand but it is taken as a reasonable guide. This, of course, means that transportation uses would increase to 3.7 acres per 100 persons.

A slight upward trend is seen in the demand for land for cultural services. Because it must supply cultural and recreational facilities not only to its own population and the people living in its trade area, but also to the service personnel stationed at the Marine Bases nearby, land allotments for such purposes should be significantly greater than they are at

¹ In 1960 single family units were 65.7% of the total number of dwelling units while in 1964 single family units made up 69.6% of the housing.

present. The demand for actual land space is offset by the broad expanses of water area available to the city. There must, however, be adequate access to the water areas, and, a significant land area developed for outdoor recreational purposes if Jacksonville is to serve its people, the people in its trade area and service personnel. It is also necessary to allow for educational and cultural services. One point three (1.3) acres of land is assumed to be an adequate guide provided that significant access is developed to the New River and its tributaries.

Retail Trade and Commercial Services have tended in recent years to consume less space. Their demands have declined from .8 acres per one hundred people in 1960 to .6 acres per hundred population in 1964. A shift in emphasis is anticipated in the type of commercial facility from the strip commercial to the planned shopping unit. This type of facility will require area to allow for off-street parking, pedestrian walkways, aesthetic treatment as well as increased space demands for merchandising and service facilities. The 1964 figure of point six (.6) acres per one hundred (100) persons has been chosen as the standard for retail trade and commercial service land demands.

Jacksonville's economy has not been associated with manufacturing. However, of late, increased interest has been shown in the diversification of the community's economic base. To this end, several groups in the community have been active in promoting industrial development. Some success in these efforts is assumed. Instead of the .2 acres for one hundred persons used by manufacturing in 1960 or the .1 acres used in 1964, a standard of .4 acres per 100 persons will be used. This standard includes the demand for land to

accommodate wholesale trade in the Jacksonville Urban Area.

The following chart indicates the space demands for the various land uses for 1964, 1970, 1975, 1980 and 1985.

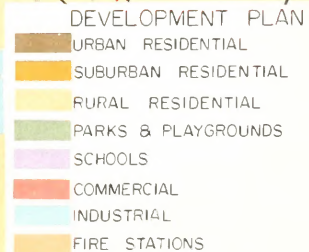
SPACE DEMANDS
CITY OF JACKSONVILLE
1964, 1970, 1975, 1980, 1985

Land Use	<u>Total Acres</u>					
	Acres per 100 Pop.	1964 (Pop.) (15,952)	1970 (Pop.) (19,000)	1975 (Pop.) (22,799)	1980 (Pop.) (26,500)	1985 (Pop.) (29,700)
Residential	7.0	1147.2	1330	1589	1855	2079
Transportation	3.7	591.2	703	840	980	1099
Streets	3.0	415.4	570	681	795	891
Cultural Services	1.3	143.1	247	285	345	385
Retail Trade & Commercial Services	.6	97.7	114	136	159	178
Manufacturing & Wholesale Trade	.4	40.5	76	91	106	119
Total	13.0	2019.7	2470	2941	3445	3,860

Allocation of Location to Land Uses

Each land use activity has specific characteristics which determine its best location within the community. A satisfactory relationship must be established between the land use activity and the site it occupies as well as between one activity and another. In order to establish such relationships each land use activity will be discussed separately.

JACKSONVILLE
NORTH CAROLINA



Residential

The residential land use is a multi-faceted activity. It is called upon to accommodate a myriad of different pursuits. In spite of all the various activities that take place in the residential area, it is basically a quiet area, convenient to areas of work and shopping (usually by automobile) and yet, safe from traffic hazards and the noise and other nuisances normally associated with industrial and commercial pursuits.

The residential lot must be well drained and free from the danger of flooding. For the densities that are developed in urban and suburban residential areas, a public sewer facility is mandatory for the adequate protection of the residents and other municipal services such as water supply, garbage, fire and police service are desirable. In low density, rural development where soil types will permit, septic tanks may be used.

Not every one chooses to live in the same type of home. Consequently, there are many types of residential use:

1. Single family use accommodating one family unit.
2. Duplex or a structure accommodation for two families.
3. Multiple family uses.
4. Trailers or mobile residences.

Some of these residential uses are compatible with one another, others are not. These various types of residential uses must be located in an efficient and economical manner so that the enjoyment of one type will not be detrimental to the use of another.

On the Land Development Plan (page 43) an attempt has been made to provide the residents of Jacksonville with a variety of choice in the residential environment which may be selected. In many instances the location of these uses has been dictated by existing development.

There is the low density residential with two families per acre or less. The areas set aside for this density will be those sites where the soil types have been determined by general study to be suitable for septic tank use.

There is a suburban or medium density residential use allowing from six to nine families per net acre. These areas will be reserved principally for single family uses in areas that can be served by municipal facilities.

There will be urban high density residential areas which will allow development of multiple family units of greater density than 12 units per acre. Usually the higher the density the more active - and less quiet - a residential area is. Consequently, an attempt has been made to locate high density areas close to centers of activity (such as shopping facilities) so that the excitement can be enjoyed but at the same time to separate them so that the residential character is still retained.

All mobile homes permitted will eventually be located in Mobile Home Parks. Such facilities will be located in the high density zones and their design will be guided by the Zoning Ordinance.

Cultural Services

In reality Jacksonville is a larger city than the census statistics show it to be. It has a rapidly growing population within its urban area and its trade area, as well as military personnel it is called upon to serve. For this reason the size of the cultural facilities needs to be

exaggerated in terms of the city's population in order that the city may fulfill its function adequately.

Jacksonville has need to develop a series of drainage ways to serve the community. In order not to waste any valuable land it is recommended that these drainage ways serve a multiple function. The first, of course, would be to drain specific areas. The second would be for recreation and recreational access to the New River and its tributaries.

In addition it is recommended that Jacksonville reconsider the urban renewal project recommended in the 1960 Jacksonville Development Plan for the redevelopment of the downtown waterfront. This would have the dual advantage of opening up the river to the downtown area and creating active and aesthetic recreational areas. Washington, N. C. has such a waterfront-downtown urban renewal project underway.

Education

School facilities have been discussed earlier in this report. The locational qualities of the existing school seem adequate for the urban-rural school district they are designed to serve. All schools with the exception of Georgetown County School need facilities expansion while only Thompson Elementary and Jacksonville Junior High School have site deficiencies.

Cultural Facilities

There is a lack of cultural facilities in the Jacksonville Urban Area. This is not unusual for a city the size of Jacksonville. However, considering the number of people it serves there is much potential for the expansion of these facilities.

An auditorium could be established as part of the suggested urban renewal area on the riverfront. Such a facility could accommodate plays, musical comedies, concerts of various types of music, lecture series and a whole gamut of cultural activities.

Another cultural facility, and this again incorporated in the suggested renewal project could be a United States Marine Museum. Such a facility would recognize the relationship between the Camp Lejeune and the City of Jacksonville by paying honor to the Corps. At the same time, it would become a tourist attraction for passersby, and could very well serve as the focal point of unit reunions and other similar gatherings.

Commercial Areas

That Jacksonville's growing population will require more commercial activity to meet the demand for goods and services seems elementary. The encouragement of convenient and attractive shopping areas for the citizens of the city and the people it is destined to serve must be the objective for the policies the city adopts and follows in this sphere.

Jacksonville's existing commercial ventures are multi-nucleated with major shopping facilities at New River Shopping Center, New Bridge Street and in the old Downtown area; with a minor shopping facility growing to major proportions on Onslow Drive; and commercial establishments strapping the major highways through the city and beginning to strip the major arterials which serve as the vehicular circulation system of the community.

Strip Commercial

Jacksonville is suffering major traffic problems because of the existing development pattern. The traffic flow on the highways through Jacksonville is heavy. Its progress is impeded by the normal movements of urban traffic onto the highway from side streets or vice versa. A further impediment exists, however, with the turning movement of traffic into and out of commercial establishments which line both sides of the right-of-way. These turning movements not only interfere with the convenient movement of traffic but they also introduce a high degree of accident hazard to the highways.

Signs of the same type of strip commercial are becoming apparent on the major routes designed to provide circulation within the city. A case in point is the Onslow Drive traffic problem. The problem was not caused by the establishment of a shopping facility at this point but it has compounded the situation.

Bell Forks Road is another potential problem area. If commercial development is allowed to continue the traffic flow could be seriously hampered.

Besides the interference with traffic carrying capacities of major elements of the circulation pattern, strip commercial has other undesirable effects. Commercial uses traditionally have not been the most desirable neighbors for residential districts. In the first place they generate a great deal of activity and a high degree of noise, glaring lights and other nuisances that interfere with the quiet qualities of residential uses. Secondly, generally speaking, the rear of most commercial establishments is cluttered, untidy and unattractive. This has had a blighting influence on most residential uses that abut commercial districts. Strip commercial uses

are particularly a problem because their adverse influence is spread through so much of the community.

Moreover, because most visitors to Jacksonville see very little of the community save the highway frontage, this development forms the image that most people have of Jacksonville. Unfortunately, most visitors are not exposed to some of the fine residential areas, parks, and other facilities. They are forced to form their judgement on what they see.

The pattern of strip commercialism already exists on the major highways. It is recommended:

1. that extension of these areas be prevented.
2. that points of access be carefully supervised and wherever possible existing and future access points be consolidated to preserve the free and safe flow of traffic on the major arterials.
3. that signs be regulated as to number, size, location on the site, and type of illumination for safety and aesthetic reasons.
4. nuisance and health ordinances be adopted and enforced to prevent the detrimental effects of commercial ventures on abutting residential areas.
5. on vacant land in areas where the strip commercial pattern exists new development be required to provide adequate off-street parking with due consideration of sight distances, safety of access and buffer planting between the commercial and residential uses.
6. that the cooperation of all merchants and property owners in the strip commercial areas be sought to improve the aesthetic quality of the development and to provide safe points of access and off-street parking and by buffer planting to curtail nuisance factors and protect the value of residential property.

7. that care be taken to prevent the pattern of strip development from depriving the citizens of their right to safe and convenient traffic circulation by prohibiting the development of this type of use on the major and minor arterials within the community.

Major Retail Shopping Facilities

All three major retail shopping areas of Jacksonville, the Old Downtown, New Bridge Street and the New River Shopping Center, will experience further development with the growth of Jacksonville.

1. Old Downtown:

The problems of the Old Downtown Area are many and varied. Its proximity to the military oriented amusement row, parking, circulation, both pedestrian and vehicular, and its generally unattractive appearance are chief among the problems that must be solved if it is to retain its position as a major shopping unit.

An active revitalization program is imperative to the continued well-being of this area. Such a program needs leadership, a plan and financing.

Leadership must come from the merchants and property owners of the area. This is true also of the financing of the program. Many of the improvements called for will be made to private property or will be beyond the scope of municipal responsibilities or capabilities. To give the program direction and to help to insure that individual effort is coordinated, a mutually acceptable plan is a necessity. To develop such a plan the merchants and

property owners should seek the assistance of and cooperate with the Jacksonville Planning Board in preparing a Development Plan which would serve as a guide to the revitalization of the area.

In general terms, the plan for the Old Downtown area should capitalize on its assets while solving the problems it is experiencing.

The Downtown area is the site of the county administration. It contains one of the few cultural facilities that the City of Jacksonville has to offer. It has the potential of being developed as an important governmental (symbolically and aesthetically as well as just administratively) and cultural feature of the community. To achieve this end the Urban Renewal Project suggested in the Jacksonville Development Plan of 1961 still has merit. The "Redevelopment Sketch Plan", reproduced here from that report is illustrative of one way in which the area south of College Street could be renewed.

This report will speak of plans for the major commercial areas only in broad brush terms in the context of a development guide for the entire community. A special study of all the commercial areas is desirable as a guide for future development. The sketch plan organizes the uses of the area into groups. Commercial, industrial, recreational, governmental and other use activities have been shown as an integral part of a comprehensive whole.

As part of the Redevelopment Sketch is the relocation of the bridge from Old Bridge Street to New Bridge Street. It would improve access to the area and alleviate the internal traffic congestion. However, the bridge relocation would only make sense if a revitalization project is undertaken; for unless the property owners and merchants in the Downtown area and the city are interested in preserving and rebuilding the downtown, the cost of bridge relocation would not be necessary because the traffic

REDEVELOPMENT
SKETCH PLAN

SCALE 1" = 150'

0 50 100 150

Month	Number of People
January	700
February	100
March	250
April	350
May	450
June	550
July	650
August	700
September	600
October	500
November	400
December	300

generated by the area would not demand it.

Renewal of the area would also provide parking facilities for the governmental, cultural, residential and recreational facilities and to some extent relieve the parking problems of the Downtown Commercial Area. However, the problem probably would remain severe enough to require special solutions. Because a similar problem exists in the New Bridge area, recommendations for attacking the problem will be discussed in the New Bridge subsection below.

2. New Bridge Street

The major problems of the New Bridge Street Commercial Area are parking and vehicular traffic circulation. The two are really cause and effect in that traffic flow is impeded by the movement of vehicles into and out of on-street angle parking spaces. The solution to the problem, of course, is to provide enough off-street parking spaces so that storage of vehicles on the public right-of-way will not be necessary. The solution is easy to state but difficult to accomplish.

This is one problem that the New Bridge Area has in common with the Old Downtown shopping facility. Perhaps a solution to this mutual problem could be sought by the merchants and property owners of both areas.

The development of off-street parking facilities requires the expenditure of funds for land acquisition, construction, operation and maintenance. There are many ways to underwrite these expenditures; each business could provide for its own parking requirements, a few or all businesses in a specific area could cooperate in meeting the demand and so on. In light of the lack of availability of land to individuals on the one hand, and the difficulties in organization and cooperation on the other, it would seem desirable to

have as catalyst an official body capable of establishing off-street parking facilities. The city cannot underwrite the cost of such an enterprise from tax funds¹ nor has it the revenues to do so. The city, however, can establish a Parking Authority which is a municipal corporation responsible for providing necessary off-street parking. This Authority has the power to borrow money, to buy and sell real property, to construct, operate and maintain off-street parking facilities. However, the Parking Authority must finance its operation from its own revenues and repay the principle and interest on its debts. Its revenues are usually derived from parking space rental. This seems to be the most feasible approach and is recommended as the solution to the parking problem in the Bridge Street and Old Downtown Shopping Areas.

The Bridge Street area will continue to develop as the financial, banking, institutional and office center of the community with some retail business activity. It is planned that this area should expand in the area of the hospital to provide space for medical service facilities.

3. New River Shopping Center

The New River Shopping Center is a planned suburban shopping facility which provides primary retail activity to a large segment of the population Jacksonville serves. Its relatively central location and convenient off-street

¹ Parking lots have been judged to be a non-necessary expense of a municipality, and consequently tax funds can be used for such purposes only after a favorable vote of the people.

parking make it a strong competitor for retail trade. Expansion space for both retail activity and parking facilities will be necessary in the future. However, the decision on the direction in which the city will encourage the growth of this facility must await the completion of the detailed (Type B) thoroughfare study presently being executed by the North Carolina State Highway Commission. Until the information from this study is available no realistic decision can be made.

Industry

Although Jacksonville's economy has been oriented principally to Camp Lejuene, growing efforts have been made to diversify the economic base through industrial development. To aid in this undertaking the plan calls for a variety in the types of industrial locations.

All industrial sites must be well drained, have level topography and have easy access to major traffic arteries. However, a wide variety of other features are required by certain industries.

The area on the south-east side of Highway 17, bordered by the highway, Chaney Creek and Bell Forks Road has been selected as an area in which light industry will locate. It is well buffered from abutting uses by the creek and roadways and has good access to rail and road communications, with air facilities within easy reach. Light industrial development has been chosen for this site because, being in the middle of Jacksonville, protection needs to be afforded the city against smoke and fumes.

Because the predominate wind direction is from west, it was decided to locate heavy industry on the south-east side of Highway 17 at the extreme of the extraterritorial area. Nuisance produced by plants in this area would not effect any residential area nor would it interfere with the landing and take off pattern at the Jacksonville Municipal Airport. This site has excellent road and rail linkage.

Further industrial potential is planned for the area north of the Bell Forks Road and LejueneBoulevard intersection. Light industrial uses are planned for the land proximate to Bell Forks Road with the heavier industries being located behind the lighter. In this area the industries will be buffered from future development by private agreement between the developer and the purchaser and by major traffic routes. The wind direction will carry smoke, fumes, odors and noise away from the community.

More land than is necessary to meet our demand projections has been shown on the map to allow for unanticipated industrial development, and to provide the industrial prospect a choice of sites.

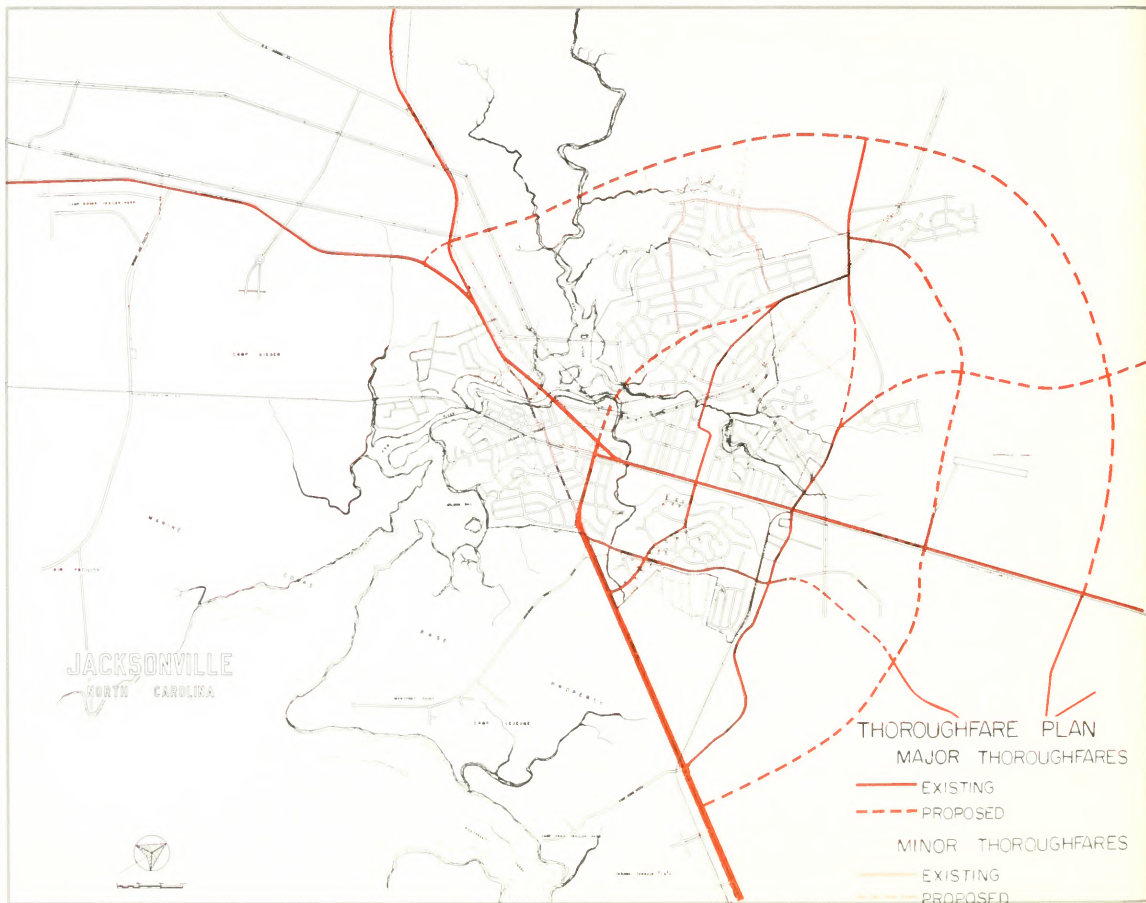
Thoroughfares

A major problem of the Jacksonville Urban Area is traffic circulation. This problem is of such grave proportions that a special study and detailed plan of the street system has been recommended. The city has arranged that this study and plan be executed by the North Carolina State Highway Commission. The completion of this work is not anticipated for at least twelve (12) months and perhaps longer. Presented here is a preliminary plan with generalized suggestions for traffic routes.

In developing the preliminary Thoroughfare Plan the objective was to provide safe and convenient movement of traffic at an efficient expenditure of funds from two points of view: (1) providing and (2) using the facility. With these objectives in mind, it was determined that several problems had to be solved.

First of all Highway 17, a major north-south arterial initially designed as a traffic carrier, has been allowed to develop so that its primary function is that of serving abutting businesses. Moreover, increased use of U. S. 17 as a city street is interfering further with its function as a highway. Consequently, a bypass has been planned that would take through traffic around Jacksonville. This bypass route would serve to restore the traffic carrying function to U. S. 17, and, at the same time, by taking through traffic off old 17, will make that street safer and more convenient to the people who will use it in its new "urban" function. In addition the new bypass route will serve as an outer loop road, facilitating the flow of traffic from one fringe subdivision to another, taking vehicles around the developed areas instead of through them. This latter function would be limited, however, because it is recommended that the bypass be limited access with only five access points at (1) Highway 17 south, (2) Intermediate Loop Road (3) Gum Branch Road (4) Fork of Gum Branch Road extended and (5) Highway 17 north.

To facilitate the traffic flow within the community and to lighten its traffic volumes on the major arterials in the community an intermediate loop road is planned. Its route will begin at Lejuene Boulevard and travel in a northerly direction to Highway 17 (intersecting with U. S. 17 just southwest of the one mile line) and crossing U. S. 17 will intersect with the Gum Branch Road just west of the Jacksonville High School and will



intersect with the bypass route and continue in a westerly direction.

The inner loop would be U. S. 17 - U. S. 24 - New Bridge Street and/or Old Bridge Street (depending on the execution of a renewal project along the waterfront).

To facilitate the movement of traffic across town, Business 17 will carry lighter volumes of traffic (Bypass 17 easing the load). Lejuene Boulevard (U. S. 24) will continue as a major carrier and the Bell Forks - Gum Branch Roads complex will be major traffic routes. Just north of Deep Branch, a new route will fork from the Gum Branch Road to serve future development north of the Jacksonville Urban Area.

To ease the traffic problem on Onslow Drive at U. S. 17, the alignments of U. S. 24 will be continued (although U. S. 24 will still follow its present route) across U. S. 17 up into the Northwoods development area in a northerly direction to join Henderson Drive. A number of minor thoroughfares are shown which would serve to improve traffic circulation.

With this system of cross-town, radial and loop roads it is anticipated that Jacksonville's major circulation system will have sufficient traffic carrying capacities to serve the growth in the foreseeable future.

Comparison of Land Use Acreage

COMPARISON OF ACREAGE BY SELECTED LAND USE,
JACKSONVILLE, NORTH CAROLINA
1964-ACTUAL, 1985-PROJECTED
AND 1985-INDICATED ON DEVELOPMENT PLAN

	<u>Acres</u>		
<u>Land Use</u>	<u>1964 Actual</u>	<u>1985 Projected</u>	<u>1985 Indicated on Plan</u>
Residential	1147.2	2079	3500
Retail Trade and Commercial Services	97.7	178	200
Wholesale Trade and Manufacturing	40.5	119	500
Cultural Services	143.1	385	1600

Residential

The 3500 acres of residential land indicated on the Development Plan, Page 43 is made up of:

Urban Residential	300 Acres
Suburban Residential	1800 Acres
Rural Residential	<u>1400</u> Acres
Total	3500 Acres

This is considerably more than the 2079 acres that is estimated to be necessary to meet the demands of Jacksonville's population in 1985. Of the total residential land, only the 300 acres of urban residential will be fully developed during the planning period. The density of population in these areas is expected to increase. Most of the 1800 acres of the suburban residential land is expected to develop. The development in these areas should be encouraged to follow a logical order. This order will be dictated by the efficient expenditure of public funds for the extension of municipal services, especially water and sewer service, and major traffic carriers. This means that those areas adjacent to areas presently served by municipal water and sewer are prime areas of development with the areas that allow traffic to feed to routes other than those that are now congested being preferable for initial development.

Retail Trade and Commercial Services

The 200 acres shown on the Development Plan is more than the 178 acres projected to meet the needs of the 1985 population. The prime areas for

business development are within the three major shopping areas. The least desirable development to encourage is the commercial strips along major arterials.

Wholesale Trade and Manufacturing

The 500 acres shown on the Development Plan far exceeds the needs of Jacksonville projected to 1985. However, in order to provide a choice in sites to the prospective industrial locator it was necessary, in light of the 300 plus acres industrial development recently approved by the city, to provide more than the normal amount of land as an industrial reserve.

Cultural Services

The 1600 acres of land devoted to cultural services exceeds by 1215 acres the projected needs of Jacksonville's 1985 population. However, this 1600 acres includes some 500 acres of water area and 700 acres of swampland, floodplains and drainage ways with only marginal cultural service use. The first objective in the extension of cultural services is to provide adequate sites for educational purposes. The second would be to provide access to the New River for recreational purposes. Consideration should be given to the Downtown-Waterfront Renewal Project.

THE NEXT STEPS

Planning is a decision making process. This plan, which is intended to serve as a guide for the future development of the Jacksonville Urban Area, has been prepared after a thorough investigation of the existing social, economic, political and physical (both natural and man-made) circumstances. It was prepared by the Jacksonville Planning Board, a group of men appointed by the City Council to represent and work for the citizens of the community. Theirs was a thankless task; one without remuneration. And, although the plan is completed, their work has just begun.

Planning: A Continuing Process

The plan here presented is not a rigid, inflexible blueprint. It was prepared for the Jacksonville that exists in a given set of circumstances in August of 1966. Because Jacksonville is so alive, such a vital and dynamic community, these circumstances are subject to change. The job of the Planning Board is to be attuned to their community and to keep the plan abreast of these changes. Planning is a continuing process, a task that never ends.

Implementation

The Jacksonville Development Plan is a written report consisting of words, tables, maps and illustrations which summarizes the decisions that were made and the information data and reasoning upon which they were based. It recommends a course of action which when undertaken can achieve the goals and objectives the community has set for itself and, at the same

time, develop an environment conducive to the fulfillment of the individuals who live within its influence.

If the plan is to be successful, the course of action it recommends must be undertaken. This must be done by the people of Jacksonville. To be sure there are State and Federal programs which can supply technical assistance and in some cases financial aid in carrying out certain of the recommendations but all these State and Federal assistance programs depend upon local leadership, initiative and imagination for their execution.

Since the Planning Board worked so long and so diligently on the preparation of the plan, it seems logical that this group would serve as the instrument for organizing the leadership and talents of the community in an effort to carry out the plan's recommendations. This could be done by:

1. At every opportunity speak about the plan; informally to individuals and formally to civic and social clubs so that the people of Jacksonville can become familiar with it.
2. Make sure that the key people of the community receive a copy of the published report.
3. Seek out the leaders in the various business districts and explain in detail the recommendations made for the whole community and the program of action for their particular section. Ask them to take an active part in a program of improvement for their area.
4. Contact the land developers in the area, explain the plan and the reasoning behind it for their particular area of concern.
5. Become leaders in one's own section of the community.

6. Attend City Council meetings and encourage the adoption of the recommended codes and ordinances for the improvement of the community.

7. Make recommendations about improvements to be made by the city to its physical plant whether the Planning Board has initiated the improvement or not.

To implement some of the proposals made in this report Federal Aid should be sought. Of particular interest to Jacksonville are:

1. The Urban Renewal Program administered by the Department of Housing and Urban Development is designed to assist the local community to rid itself of blight and blighting factors and to revitalize its residential and nonresidential areas. It provides for grants up to 3/4 of the project cost in Jacksonville's case.

In order to avail itself to this aid the city would establish a Redevelopment Authority to carry out the urban renewal project and must adopt and have certified by the Department of Housing and Urban Development, a Workable Program of Community Improvement. This Workable Program is a general statement of the present status and the steps the city proposes to take in the future to provide:

- (a) sound housing, building, development, safety and health codes and their enforcement,
- (b) a plan for the future development of the community,
- (c) an analysis of each neighborhood in the community and recommendations for measures to rid it of physical blight and blighting factors,

- (d) an administrative organization capable of carrying out the renewal project,
- (e) a plan and organization for the rehousing of persons displaced by this renewal activity,
- (f) a program of community-wide participation in the renewal program,
- (g) a statement of the city's financial capability to carry out the program.

Once the Workable Program has been certified and the Redevelopment Authority has been appointed, a planning advance to cover the cost of the initial steps of the program may be requested.

2. Grants for Basic Water and Sewer Facilities. This program provides grants of not more than 50 percent of the development costs of basic water and sewer facilities.

3. Urban Beautification Program. Grants of funds not exceeding 50 percent of the costs of a program¹ to beautify and improve open space and other public lands. The program may be used for park development, paths, walks, landscaping, shelters, toilet facilities, recreational equipment; the upgrading and improvement of public areas such as malls, squares and waterfronts; street improvements such as ornate lighting, benches and tree planting; and activities on behalf of the arts such as outdoor exhibit areas.

¹ This grant assumes that the city is still carrying on its usual beautification programs and only new moneys are matched.

4. Open Space Land Program. This program provides 50 percent matching grants to local public bodies for acquiring, developing and preserving open space land for permanent public use. The grant may cover acquisition of title or other permanent interest in open land for public use. In areas where undeveloped land cannot effectively provide open space then title to developed land may be acquired and cost of demolition may be included in the project cost. The development of the land acquired through the Open Space Land Program for suitable open space uses may be included in the program.

All the programs mentioned here require that the City of Jacksonville and its people take the initiative and use their talents to create programs suited to local conditions. The citizens of the community must provide their own leadership. If the leaders can't lead, no one can follow.

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